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Principal Author:

Mr. Alan R. Cunningham

Other Author(s):

MAJ Hans Barkey, Ms. Amy McGrath

Principal Author's Organization:

US Army TRADOC Analysis Center - Fort Lee

Complete mailing address:

**401 FIRST STREET, SUITE 401
FORT LEE, VA 23801-1511**

X

Principal Author's Signature: 

Date: **18 Apr 08**

Phone: **(804) 765-1830**

FAX: **(804) 765-1456**

Email: **alan.cunningham@us.army.mil**

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Releasing Official's title: **Chief, Functional Operations**



Printed name: **Jeannette I. Blumenthal**

Releasing Official's Signature: 

Organization: **US Army TRADOC Analysis Center - Fort Lee**

Date: **29 APR 08**

Complete mailing address:

**TRAC-LEE
401 FIRST STREET, SUITE 401
FORT LEE, VA 23801-1511**

Phone: **(804) 765-1822**

FAX: **(804) 765-1456**

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IRR-TPU Affiliation Study



Briefing to 76th MORSS

United States Coast Guard Academy

10-12 June 2008

Outline

- **Purpose**
- **Introduction**
- **Original Objective & Scope**
- **Initial Assessment**
 - **Policies**
 - **IRR Management Policy (Mobilization)**
 - **Failure to Report (Mobilization)/(Muster)**
 - **Data Reduction (Population)**
- **Revised Study Objectives.**
 - **Revised Scope.**
 - **Constraint, Limitation, and Assumption.**
 - **Revised Issues.**
 - **Revised Methodology.**
- **Milestones.**

Purpose

To provide the original study focus, initial analysis effort, and the revised study approach for the Individual Ready Reserve (IRR) – Troop Program Unit (TPU) Affiliation Study as of 10 June 2008.

Introduction

- **Background:**
 - The Army Reserve (AR) is significantly below the end strength objective of 205,000, and the application of costly incentives must be tightly controlled to optimize valuable Department of Defense resources.
 - The IRR is critically necessary to augment AR manpower requirements.
 - IRR Soldiers need a better method to tailor their individual participation around their often demanding personal schedules (family, school, and employer).
 - Reserve Center consolidations may make normal accession into appropriate AR TPUs undesirable to many IRR Soldiers.
- **References:**
 - Army Campaign Plan (ACP).
 - IRR-TPU Affiliation Study Project Coordination Sheet (PCS), 9 SEP 07.
 - Verbal discussions between the AR and TRAC-LEE, 6 DEC 07.
 - Study Update Briefing to the AR, 20 May 08.
- **Study sponsor:** Office of the Chief, Army Reserve (OCAR).
- **Study manager:** AR (North), G-1.
- **Study agency:** U.S. Army Training and Doctrine Command Analysis Center – Fort Lee (TRAC-LEE).

Original Objective and Scope

- **Objective:** To provide an independent analysis to determine if an IRR-TPU Affiliation program will lead to improved IRR personnel accountability and increase AR personnel strength through increased TPU accessions.
 - **Scope:** Focus of the analysis will be on both Soldiers in the IRR and those leaving Active Duty with a remaining AR obligation.
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- The intent of the original scope was to query the IRR population on incentives or program structure that would encourage more active participation with local TPUs.
 - The original scope intended to maintain management of the IRR at a centralized level (HRC-St. Louis), while attempting to improve accountability.

Initial Assessment

The initial assessment attempted to characterize/enumerate the IRR population and identify policies that improve accountability, contribute to fulfillment of service obligation, and influence Selected Reserve (SELRES) participation.

- **References:**

- AR 135-91, Service Obligations, Methods of Fulfillment, Participation Requirements, and Enforcement Procedures.
- AR 140-10, Assignment, Attachment, Details.
- Title 10, USC 12319.
- OCAR MEMO, 01 NOV 06, Processing and Reporting Army Reserve Soldiers Absent without Leave (AWOL) and Deserters.
- Implementation Guidance for Active Component (AC) and Individual Ready Reserve (IRR) to Reserve Component Transitions – Mobilization Deferments, Memorandum, HQ USARC, 15 FEB 06.
- Implementation of Authority to Reduce the Military Service Obligation (MSO) in Exchange for Selected Reserve (SELRES) Duty, Memorandum, HRC RC Transitions Branch, 03 JAN 06.
- Revised Screening Criteria of the Individual Ready Reserve, Memorandum, Office of the Assistant Secretary of the Army, Manpower and Reserve Affairs, 27 FEB 08.

Policies

- **Existing Policies:**
 - **Military Service Obligation (MSO) Reduction.**
 - MSO reduced by amount equal to SELRES obligation.
 - 12-month stabilization for recent deployment.
 - Eligible for affiliation bonus.
 - **Mobilization Deferment.**
 - **Deferred from involuntary mobilization for 18 to 24 months.**
 - Deployed within 12 months of transition: 24 months.
 - Deployed within 13-24 months: 18 months.
 - **First GO in chain of command has waiver authority.**
- **Only Prior Service soldiers benefit from above policies.**
- **No policy or incentives for IRR soldiers without prior Active Duty service other than IRR-TPU Affiliation Bonus.**

IRR Management Policy (Mobilization)

- **Policy formalized 13 FEB 06 corrected internal screening criteria that did not accurately reflect guidance in ASA(M&RA) Policy Memo: Disciplined Access to the IRR.**
 - **Soldiers separated from AC within previous 12 months deferred.**
 - **Ineligible IRR soldiers:**
 - **Previously mobilized under current contingency.**
 - **Previously deployed and not completed stabilization.**
 - **Failed previous mobilization screen and not corrected.**
 - **Twice non-select promotion (CPT and below), w/o selective retention.**
 - **For Unit fill: 3 or less months to MSO, ETS, or retirement.**
 - **For IA: 13 months or less to MSO, ETS, or retirement.**
- **Revision to HRC-St. Louis policy approved 27 FEB 08 incorporated 19 JAN 07 OSD memorandum on Utilization of the Total Force.**

Failure to Report (Mobilization)

- **Existing policies provide guidance for no-shows:**
 - **AR 135-91, Service Obligations, Methods of Fulfillment, Participation Requirements, and Enforcement Procedures.**
 - **AR 140-10, Assignment, Attachments, Details.**
 - **OCAR MEMO, 01 NOV 06, Processing and Reporting Army Reserve Soldiers Absent Without Leave (AWOL) and Deserters.**
- **Process requires:**
 - **Initial reporting as AWOL.**
 - **Initiate processing for Drop from the Rolls (DFR).**
 - **Once DFR, identify to civilian authority as deserter.**
 - **Process for Separation under less than honorable conditions.**

Failure to Report (Muster)

- **Existing policies provide guidance for no-shows:**
 - **AR 135-91, Service Obligations, Methods of Fulfillment, Participation Requirements, and Enforcement Procedures.**
 - **AR 140-10, Assignment, Attachments, Details.**
 - **From IRR Muster FAQ: “Title 10 U.S.C 12319 authorizes members of the IRR to be ordered to Muster without the Soldier's consent, one time each year. If you do not show, you may not be considered an Individual Warrior and satisfactory participant. If you do not show up it could affect your benefits at separation by receiving an Other Than Honorable Separation. Not showing up will not keep you from being mobilized in the future.”**
 - **Unsatisfactory Participation could result in separation under an Other Than Honorable Conditions Discharge.**

Data Reduction (Population)

Current IRR Population Classification:							
		Total Population:		68,300	→	Deployable:	?
		Unaccounted For:	8-15%	10,245		Non-deployable:	?
		Accounted For:					
			Prior Service:	55% Annually			
			Former TPU (RC Only):	45% (USAR, ARNG)			
				58,055			
		IRR Mobilization Orders Issued (Total):		?			
		IRR Reported for Duty (Total):		?			
		IRR 25-Day REFRAD (Total):		?			
		Monthly Muster Invitations (average):	(FY07)	9,667	(FY08)	9,000	
		Monthly Muster Attendance (average):		2,833		1,933	
		Monthly Acknowledgement (Receipt of Orders):	11%	752		777	
		Monthly Rejections (Unanswered Orders):		6,082		6,290	
		Eligible Release from Active Duty (Monthly):					
			Monthly Direct to TPU accessions:	?			
			Monthly Direct to IRR:	?			
				?			
			Monthly IRR to TPU accessions:	?			

Revised Study Objectives

- **Provide independent analysis to determine feasibility of decentralized management of the IRR population through modification of current policies, procedures, and accountability methods.**
- **Recommend potential policy, procedure, and accountability changes which may lead to an increase in AR personnel strength through increased TPU accessions.**

The analysis of these factors will inform any recommendation for a new management strategy.

Revised Scope

Determine the administrative burden of decentralized management of the IRR population at the local TPU level.

- **The intent is to determine the feasibility of managing the IRR population at a regional- or local-based level.**
 - **Examine the administrative requirements on the local TPU command or Regional Readiness Command, if required, to manage the respective local or regional IRR population in order to improve accountability and fulfillment of remaining service obligations.**
 - **Examine existing code, policy, and regulations that may affect any proposed recommendation.**
- **Furthermore, the scope will inform program recommendation for future IRR management outside of HRC-SL.**

Constraint, Limitation, and Assumption

- **Constraint:**
 - **OCAR requires draft analysis results by 30 SEP 08.**
- **Limitation:**
 - **Surveys and interviews of TPU or RSC command and administrative personnel are limited by the time available for the analysis.**
- **Assumption:**
 - **Current and future OPTEMPO will require increased accountability and accessibility to IRR force pool due to increased demand for individual and unit replacements.**

Revised Issues

- **Issue 1. What constraints are imposed on any management schema by United States Code? Title 10? Title 32?**
- **Issue 2. What are the potential consequences of decentralizing IRR management to a local/regional level with increased USARC oversight? How does this affect IRR accessibility by HQDA in support of COCOMs, and accessibility by the ARNG?**
- **Issue 3. What proposed DOTMLPF and policy changes, resources, and transition plans will be required for a decentralized management schema?**
- **Issue 4. What HQDA and AR executive management framework and oversight should be implemented to systemically and programmatically address the recommended DOTMLPF, resourcing decisions, and policy changes?**
- **Issue 5. Will IRR-TPU affiliation lead to improved personnel accountability, better individual and collectively trained forces, and provide improved quantities of TPU accessions from the IRR?**

Revised Methodology

Study Objective

Determine the feasibility of decentralized IRR management through modification of current policy and recommend changes for improving IRR personnel accountability and TPU personnel strength.

Conduct Literature Review

- Identify similar management programs.
- Research United States Code, policies, and regulations.

Unit Interviews

Tools:

- SME input (TPU, RSC, USARC).

Output:

- Field perspective on Administrative burden.

Impact Analysis

Tools:

- Code, Policy, Regulation.
- Population Deconstruction.
- Accessibility Analysis.

Outputs:

- Impact on AC, USAR, ARNG.
- Identified regulatory constraints.

Program Recommendation

Tools:

- Unit Interviews.
- Impact Analysis.

Output:

- IRR management schema increasing accountability, maintaining accessibility.

Milestones

- SEP 07 – PCS signed.
- DEC 07 – Draft Study Plan published.
- JAN 08 – Original Study Plan approved.
- FEB 08 – Site visit to USARC (AR-South) G-1, RTD.
- FEB 08 – Site Visit to HRC-St. Louis.
- 20 MAY 08 – IPR to revise study focus and provide current status.
- 01-02 JUN 08 – Site visit to 259th CSSB.*
- 07-08 JUN 08 – Site visit to 342d MP Co.*
- 08-09 JUN 08 – Site visit to 991st TC Co.*
- 21-22 JUN 08 – Site visit to 353 TC Co.*
- JUL 08 – Tentative emerging results.
- SEP 08 – Draft final results brief.
- DEC 08 – Final Report published.

** Purpose of Site Visits is to interview Command Team and Administrative personnel for determination of administrative overhead for decentralized management of local IRR personnel.*

Discussion
